

RECLAMATION

Managing Water in the West

DK-700-05-01

Draft Environmental Assessment for Implementation of the Keyhole State Park Recreation Master Plan, Wyoming



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Introduction

The Bureau of Reclamation is the federal agency responsible for administering lands and resources associated with Keyhole Reservoir in northeast Wyoming. Keyhole State Park (Park), located on the Federal lands surrounding Keyhole Reservoir, is managed, through an agreement with Reclamation, by Wyoming Department of State Parks and Cultural Resources, Division of State Parks and Historic Sites (WSPHS). Reclamation and WSPHS completed a Recreation Master Plan (Plan) for the Park in 2003.

The Plan is an update of the 1981 Master Plan prepared for the Park, provides a broad framework that would guide recreation improvements for the next 20 years, and outlines a variety of recreation improvements described in the Proposed Action. In accordance with the National Environmental Policy Act of 1969, Reclamation is preparing this Draft Environmental Assessment (DEA) for site specific actions and implementation of the Plan. This DEA analyzes and discloses the anticipated impacts of the Proposed Action and No Action Alternatives. It is intended to help decision makers determine whether to issue a Finding of No Significant Impact (FONSI) or proceed with an Environmental Impact Statement.

Keyhole Reservoir is located on the western edge of the ponderosa pine dominated Black Hills, with sagebrush grassland steppe to the west. Recreation developments are proposed for the eastern portion of the reservoir because of the tree cover, visually interesting terrain, proximity to Park management facilities and infrastructure, and better access to the reservoir during lake level fluctuations. This portion of the reservoir was the study area considered for the Plan, which is approximately 4,200 acres out of a total land acreage of 6,500 acres. This area has been managed for recreation since the 1950s and includes many existing recreation areas and facilities.

Proposed Federal Action

The proposed federal action is to improve recreational facilities at the Park to address projected demand through implementation of the Plan. The proposed Plan includes a number of projects aimed at improving visitor experience and protecting natural resources within the Park.

Purpose and Need

As park visitation has increased over the last decade and a half, Reclamation and WSPHS recognized the need for an updated, organized plan to accommodate expanding use of the park. The purpose of this federal action is to meet the demands of increasing public use while protecting the character and integrity of the natural resources of the Park. Overflow camping use, which has been permitted during high demand periods, is impacting the Park's natural resources resulting in soil erosion and de-vegetation, and is creating safety and health risks. Increased recreational activity and changes in recreation and camping patterns at the Park have created a need for additional camping areas, updated campgrounds, improvements to roads and trails, protection and rehabilitation of areas, infrastructure, boating facilities, and interpretive opportunities. Implementation of the Plan would help to accommodate the growing demand for recreational use.

Background to the Purpose and Need

The update to the 1981 Master Plan was initiated in 1997 because of increasing visitation and changing public recreation needs at the Park. Development of the Plan included site visits and evaluations, compilation and analysis of new and existing data, and extensive public involvement. The public involvement process spanned several years and included a mailing list of over 2000 stakeholders, as well as, visitor surveys, public meetings, stakeholder groups, telephone interviews, a toll-free public involvement number, newsletters, comment forms, news releases and a public advertisement, open houses, comment summary reports, public review of draft alternatives, and consistent coordination with the Wyoming congressional delegation. A detailed description of the process can be found under “Public Involvement” in Chapter 4 of the Plan.

The public provided more than 800 comments that were received throughout the public involvement process. Primary comments focused on the need for additional camping facilities, the need for boat docks, boat ramps, fish cleaning stations, access to the water for handicapped and the elderly, the need for Park facilities near the town of Pine Haven vs. retaining an undeveloped character in that area, and removal of traffic barrier posts in the Park. These comments provided the basis for the goals and objectives for the Plan and for the development of the following critical needs for the Park: camping facilities, boat docks, boat ramps, fish cleaning stations, access to the water for the handicapped and elderly, access roads, and interpretive facilities.

Because of increasing visitor use of the Park, the need for camping facilities was determined to be vital to the Plan. As documented in the Plan, from 1990 to 2000 visitation at the Park increased by 98 percent with approximately 200,000 visitors recorded in the year 2000, an approximate 5 percent increase over 1999. Visitation projections for the Plan used a range of possible growth scenarios: low (1.5 percent), medium (3.0 percent), and high (5.0 percent). Using the lowest visitation growth rate of 1.5 percent, annual Park visitation is projected to reach 219,918 by 2008, and 283,000 by 2023. It was estimated by 2008, 800-900 visitors would camp at the Park each day of the camping season, with a campsite need of 275 to 310. By 2023, 350 to 485 campsites would be needed to provide for an estimated 1000 to 1400 campers per day.

In 2003, the Park had 8 developed campgrounds with a total of 180 campsites. Campground occupancy on summer weekends is high in all developed campgrounds. To accommodate the public, overflow camping is often allowed. Pronghorn and Arch Rock Campgrounds are the Parks most popular campgrounds exhibiting occupancy rates ranging from 79 percent to 114 percent and record occupancy of 123 percent and 140 percent, respectively. Occupancy over 100 percent means that more than one camping unit is using each camping space and/or campers are being allowed to camp in undesignated areas unsuitable for camping. This is causing resource impacts such as soil erosion, damage to vegetation, and soil compaction in campgrounds and undeveloped areas.

In addition to the need for more campsites, the Plan identifies a current lack of campsites that accommodate large recreational vehicles (RVs). Nationwide demand for large RV use is increasing, and this trend indicates a need for larger sites and amenities at the Park. A visitor survey conducted in 2004, identified developed campgrounds as the most important facilities in State Parks, reflecting the trend toward more developed camping with larger campers and RVs (WSPHS, 2004). The Plan provides for campsites and campgrounds that accommodate large RVs and allows for flexibility of use and easy

access, adequate parking, modern amenities, such as playgrounds, and restroom facilities. Many existing recreation facilities need updating and some are not in compliance with Americans with Disabilities Act (ADA) standards. The Park does not have an ADA fishing pier or a fish cleaning station and needs additional boat docks and trails. The Park currently has only one shower facility in the concession area. Some of the Park roads do not provide well-dispersed traffic flow and/or adequate access to recreation sites. Increased visitation will exceed the capacity of the Park's existing sanitary sewage disposal and water systems. Actions are needed to prevent erosion, better manage the forests within the Park, protect cultural resources, and educate the public about the value of the Park's resources.

Other Studies Related to this Action

The 18-acre area between Pronghorn and Arch Rock was occupied by the private Keyhole and Sundance Boat Clubs through permits issued by WSPHS since 1967. The Plan recommends development of a new non-exclusive public use campground at this area. Reclamation conducted a review to determine if the existence of the boat clubs conflicted with the best public use of the area as outlined in Part 21.4 (a) (1) of 43 CFR Part 21, Occupancy of Cabin Sites on Public Conservation and Recreation Areas. This review utilized information gathered during development of the Plan and determined that public need for the area has grown to a point where continued use of the area by the boat clubs is no longer in the best public interest. A Final Environmental Assessment and FONSI for "Change of Use of Federal Lands in the Boat Club Area at Keyhole State Park, Wyoming *DK 700-05-02*", authorizing WSPHS to manage the area for public short-term camping and recreational use were completed on November 17, 2005. A Notice of Intent of Non-Renewal of Permits to Keyhole and Sundance Boat Clubs, which documents the results of the review as per Part 21.4 (a) (1) of 43 CFR Part 21, was published in the *Federal Register* on December 13, 2005.

Alternatives

No Action Alternative

Under the No Action Alternative, management of the Park would continue as outlined in the Memorandum of Understanding between Reclamation and WSPHS. WSPHS would continue to maintain and operate the facilities at the Park, performing routine maintenance and replacement of facilities as needed. New facilities or improvements would be limited to those outlined in the 1981 Master Plan that have not been completed or those improvements required to meet health, safety, ADA or other legal requirements. The Plan would not be implemented.

Proposed Action Alternative

A detailed description of the proposed federal action can be found in the summary of the Plan on pages vi to xi. A map of the Park and proposed developments can be found in Appendix A. A list of site specific improvements can be found in Appendix B. Improvements were designed to avoid, minimize, or rehabilitate impacts to natural resources. Primary land uses within the Park would not change under this alternative.

Improvements would be made to visitor use facilities, recreational areas, and resource areas. Two new

campgrounds would be designed to accommodate modern RVs. Tahca Campground would be located at the former boat club area and would provide 40 RV sites with electrical hookups, 8 tent sites, a new boat ramp, modern restroom facilities, central water sources, vault toilets, shower facilities, docks, designated play and parking areas. A new campground on the west side of Mule Creek Bay would provide 120 additional campsites, new restroom facilities, potable water wells, play ground, boat trailer parking area, shower facilities, swim beach, volleyball area, and horseshoe pits.

Campground areas at Wind Creek, Coulter Bay, Pat's Point, Pronghorn, Arch Rock, Homestead, and Cottonwood would be improved to meet increasing recreation demand. Campsites which are poorly sized or located would be removed and reconfigured. For facility security reasons, campsites at Rocky Point would be removed and the area converted to day-use only. About 80 new campsites at Homestead would provide a total of 117 campsites in this area. Along Eggie Bay (North Shore), approximately eight new boat-in campsites would be constructed and regulated by use permits. Under the Proposed Action Alternative, approximately 258 new campsites would be constructed for an approximate total of 438 campsites in the Park. This number may vary somewhat depending on site specific conditions and constraints that may be encountered during construction.

Restroom facilities would be replaced or retro-fitted to be ADA-compliant. Accessible features would include fishing piers, trails, and campsites. Water dependent improvements would include expanding capacity at the Marina, Pat's Point, and Coulter Bay boat ramps, providing additional courtesy docks, boat trailer parking, and fish cleaning stations. The shoreline access loop road along Mule Creek Bay would be extended with pull-out areas for fishing access.

A wastewater treatment facility is proposed for a site southwest of Arch Rock Campground. However, plans are only conceptual at this point. There is potential for development of a tree nursery watered with wastewater, if a wetlands treatment facility is developed.

Interpretive and directional signage would be developed to provide for visitor education and orientation within the Park. Erosion control measures would be implemented to restore and revegetate disturbed areas. Tree planting and a Forest Management Program would be established to provide tree stock for transplanting into heavily used areas.

The Facility Development Guidelines, specified in Section 3.5 of the Plan for camping length of stay, density of units, ADA-compliance, campgrounds, picnic areas, group shelters, boating facilities, restrooms, concessions, and trails, would be followed.

Alternatives Considered and Eliminated from Further Study

During development of the Plan, three alternatives defined different levels of facilities development. Alternative 1 proposed maintaining existing facilities and constructing minimal facility improvements primarily to address visitor health and safety; Alternative 2 proposed moderate recreation and resource improvements; and, Alternative 3 proposed developing recreation and resource improvements at an enhanced level to meet the identified need. Each alternative addressed 16 planning areas within the Park, with specific actions planned for each site.

The Plan development team evaluated the alternatives based on criteria such as public input, recreational

opportunity, public facility improvements, resource protection, and project demand. The team developed the preferred alternative by selecting actions from the three alternatives that best met these criteria. A majority of actions were selected from Alternative 3 because they were designed to meet existing and projected demand for public use. Some actions listed in Alternatives 1 and 2 were selected to prevent or minimize conflicts with natural resource values. The original alternatives, developed for planning purposes described above, would not be evaluated further. They were evaluated in detail in the Plan in Section 3.3 and were shown not to meet the purpose and need for the federal action.

Environmental Impacts of the Proposed Action Alternative

Many of the actions proposed in the Plan would take place in areas where recreation facilities already exist and have been designed to avoid impacts to natural resources. Therefore, new impacts to natural resources would be minimized. Other actions proposed in the Plan would result in positive impacts to natural resources as new facilities reduce current damages resulting from over-crowding of existing facilities and public use of over-flow camping areas.

Chapter 2 of the Plan includes a thorough analysis of natural resources at the Park. A review of this information determined that water quantity, climate, geology, air quality, noise levels, and fisheries would not be affected by the proposed action. Therefore additional analysis of impacts to these resources is not required. Proposed actions should improve water quality through development of a wastewater treatment facility, modern restroom facilities, vault toilets, erosion protection, and properly designed leach fields that would prevent negative impacts that may currently be affecting water quality. More detail on soils, vegetation, visual impacts, wetlands, threatened and endangered species, wildlife, cultural resources, Indian Trust Assets, Socio-economic, and Environmental Justice are discussed below.

Soils

Affected Environment

The Plan describes soils within the Park in Section 2.3.2. The soil characteristics in the Park present a number of potential limitations to recreational use and development. Soils of the Park are fragile and have been impacted by overflow camping, vehicle and foot traffic, and poorly designed or constructed roads. Soil erosion and compaction have been documented at many areas. According to the Plan, the soils in the Wind Creek Area are considered unsuitable for recreation development.

No Action

Under the No Action Alternative, impacts to the Park's soils, from recreational use and development would not be specifically addressed. Soil erosion and compaction would continue. The erosion and runoff of soils into the reservoir, development of gullies, and the raising of dust and erosion from poorly designed roads would not be addressed. Badly eroded roads would limit access to areas of the Park and pose safety hazards to users.

Soil compaction that may result from current and increasing use would not be addressed. Elevated soil compaction leads to drainage problems and affects soil fertility. Compacted soils provide a poor environment for organisms that cycle nutrients. These factors influence the establishment and the health

of ground cover vegetation.

Existing recreation areas would be used regardless of soil conditions. Areas like the Wind Creek Area, characterized by fragile soils, would continue to be impacted. However, some improvements and road maintenance may be done to address health or safety concerns. Under this alternative, impacts to soils and erosion would increase as recreation continues to increase.

Proposed Action

The Proposed Action Alternative addresses soil suitability through the abandonment and restoration of roads and undesignated campsites in areas with poor soil condition. Restoration activities are planned in existing eroded and compacted campsites. New campsites would be developed in areas with suitable soils. Roads would be improved to address dust and erosion problems. The Wind Creek Campground would become a walk-in campground to help protect fragile soils.

This alternative proposes managed recreation developments that match soil characteristics and site conditions with recreational development to meet demand. The soil resource would be better protected, minimizing or eliminating the detrimental effects of recreation induced erosion and compaction discussed under the No Action Alternative. Impacts to Park soils and erosion would be minimized through regulated recreation and better accommodation of camping and general recreational activity.

Vegetation

Affected Environment

The vegetation in the Park is described in the Plan in Section 2.3.7. The area can be characterized as a transition zone between the sagebrush grassland steppe to the west and the Ponderosa Pine dominated Black Hills to the east. The western portion of the reservoir is generally treeless, while the eastern portion has varying cover of pine forest.

Vegetation in the recreation areas within the Park is typically a mix of native and non-native vegetation and has been heavily impacted by human use. Human impacts, such as off road vehicle use, user-made hiking trails, and overflow camping, also contribute to poor vegetation regeneration. Remaining ground cover is sparse to minimal in many existing camping areas. Loss of ground cover, including tree seedlings, has occurred in the camping areas. Overflow camping, pedestrian, and off-road vehicle use contributes to loss. Re-vegetation is extremely difficult because of poor soil characteristics and the semi-arid climate.

Tree regeneration is limited in the Park, particularly in campgrounds. Fire suppression deters seed germination and prevents the formation of a mineral-soil seedbed necessary for seed growth and plant support. Trampling and general camping activity is likely the primary limitation on survival of young trees. Damaged trees in many of the stands in the Park create a fire hazard. The Park does not have a tree nursery, and there is no local source providing locally grown trees that could be used for replanting.

No Action

The limited soil conditions, harsh climate, and lack of fire would continue to make re-vegetation and regeneration difficult. Under the No Action Alternative, impacts to vegetation due to vehicle and pedestrian traffic would not be addressed. Trampling damage to vegetation from overflow camping would continue. Lack of ground vegetation would lead to soil erosion, dust, loss of plant diversity, and wildlife habitat.

Damaged or unhealthy trees would not be removed unless there were forest, visitor health, or safety concerns. Fire danger and the delay of stand regeneration would continue. The Park would lack replacement of tree stands that provide shade and wind protection. Many campgrounds would become less desirable to the public due to deterioration of vegetation. Tree seedlings for replacement and supplemental planting would continue to be obtained from off-site sources. Recreation activity would continue to increase and ultimately accelerate impacts to vegetation under this alternative.

Proposed Action

If the Proposed Action were adopted, some native and non-native vegetation would be permanently removed for campsites, designated trails and parking areas, and other facilities in the new campgrounds and campsites at Mule Creek and Eggie Bay, along the shoreline east of the Wind Creek Area and in existing campgrounds and recreation areas. The removal of vegetation at Eggie Bay and east of the Wind Creek area would be minimal, as these would be primitive walk-in or boat-in campsites with few other developments. Although some vegetation would be removed, developments in new and existing recreation areas would minimize disturbance to and enhance the existing vegetation by using well designed campsites, pathways, and roads. Existing recreation sites would be rehabilitated to promote healthy vegetation, leading to an overall improvement in vegetation condition.

Trees would be maintained whenever possible. Improvements would be designed to utilize and avoid impacts to established vegetation. Erosion control would be practiced in areas where vegetation removal is required. Removal of vegetation is not expected to reduce plant diversity in the Park.

The development of the proposed Tahca Campground would result in minimal removal of existing vegetation and would incorporate much of the existing disturbed area by using many of the vacated boat club trailer sites and roads. The design and construction of these features would improve drainage, roads, and paths, thereby protecting adjacent ground cover and allowing establishment of additional healthy vegetation.

The activities proposed in this alternative address concerns about impacts to fragile areas and propose re-vegetation and forest management projects that are anticipated to have beneficial effects. Recreation areas would provide shade, protection from wind, plant and wildlife diversity, and be aesthetically pleasing.

The regeneration of vegetation at the Park would always be difficult to accomplish due to natural site characteristics and climatic conditions of the region. Fire is a useful management tool for tree health, but poses too many risks to facilities and conflicts with visitor use to be practically applied. However, the actions proposed under this alternative would alleviate impacts caused by human use of the Park and help promote long-term health of vegetation and tree stands. Establishment of a tree nursery would

provide locally adapted trees that may exhibit a better survival rate than trees grown off-site.

Visual Impacts

Affected Environment

The Park has an open, expansive, natural look with the reservoir water dominating the landscape. Devils Tower and Inyan Kara Mountain, two prominent landmarks, are visible from the Park but proposed developments are not visible from either of these landmarks. The developed recreation sites are interspersed among undeveloped sagebrush/grasslands and open ponderosa pine forests. Recreation sites are designed to utilize the shade and privacy provided by trees and would provide views of and access to the water. Recreation developments in public campgrounds are below the view horizon with colors and shape that blend into the landscape. However, undesignated or outdated designed campsites, erosion, and damage to vegetation currently leave an unsightly appearance and create a visual distraction in many campgrounds. Many visitors have commented that barrier posts, placed many years ago because of serious erosion problems from off-road travel, detract from the natural setting and prevent access to the shoreline.

No Action

The overall view shed and landscape at the Park would not change. The visual distractions of undesignated or poorly designed campsites, erosion, and damage to vegetation would continue.

Proposed Action

The overall view shed and landscape of the Park would not change and visual distractions in the campground would be addressed. Campgrounds and recreation areas would have a more natural, harmonious appearance. Barrier posts are still likely to be needed in the immediate future to prevent off-road travel. Improved barrier and site designs and rehabilitation of eroded areas and signage may lead to the removal of some posts and prevent the need for additional barrier posts.

Some short-term impacts to the view shed from construction equipment and activities are expected. Improvements would be designed to blend into the landscape and remain below the view horizon.

Wetlands

Affected Environment

Wetlands were described in the Plan in Section 2.3.8. National Wetland Inventory maps were used to identify wetland types within the Park. Only those areas that are currently developed, and those that are proposed for improvements, were evaluated and inventoried. Patchy emergent vegetation exists along the shoreline at Pat's Point.

No Action

There are minimal impacts to wetlands from current activities within the Park. Shoreline vegetation

may be impacted by unauthorized off-road vehicle use, particularly in Eggie Bay which has less frequent oversight because of its isolated location.

Proposed Action

Shoreline developments would be designed to avoid, minimize, or mitigate for any impacts to emergent wetlands and the aquatic environment. Sand would be added along the shoreline adjacent to Pat's Point to create approximately one acre of swim beach. Reclamation or WHPHS would apply for a U.S. Army Corps of Engineers Section 404 dredge and fill permit prior to undertaking any work. Reclamation would comply with the Clean Water Act and Executive Order 11990 - Protection of Wetlands for any activities involving wetlands.

Threatened and Endangered Species

Affected Environment

In an e-mail dated October 11, 2005, the U.S. Fish and Wildlife Service (Service) provided a list of the following threatened and endangered species for consideration by action agencies proposing work in Crook County, Wyoming: bald eagle (*Haliaeetus leucocephalus*), black-footed ferret (*Mustela nigripes*), and Ute ladies'-tresses (*Spiranthes diluvialis*). This list was verified by the Service on April 7, 2006. For purposes of this DEA, the action area is defined as the Park. The action area includes all areas to be affected directly or indirectly by the federal action and not merely the immediate area involved in the action (50 CFR 402.02).

The federally-threatened bald eagle may occur within the action area, especially as a migrant or occasional winter visitor. Bald eagles typically prefer to nest undisturbed, near water and in older, tall, prominent, large diameter trees that permit easy flight access as described in Section 2.3.12. According to the Plan, the bald eagle is known to be an occasional winter visitor within approximately one-quarter mile of Little Keyhole, the heavily forested area below the spillway, and the spillway area where the water remains open. Bald eagles have been known to occasionally be present within the Park in early spring without apparent regard for disturbance or reaction to the onset of spring time human recreational and management activities. Bald eagles have not been known to remain at the Park through the primary summer recreation season and recreation has been an ongoing activity at the Park since its inception. No nests or nesting activity have been documented in the Park. According to the Plan, nesting has occurred in the Belle Fourche River drainage upstream and downstream of the Park.

Federal agencies are encouraged, under section 7(a)(1) of the Endangered Species Act (ESA), to evaluate prairie dog colonies for their value as future reintroduction sites for black-footed ferrets. The federally-endangered, ground dwelling, black-footed ferret relies on prairie dogs for prey and burrows. There are two prairie dog colonies within the Park. Both prairie dog colonies are located on Mule Creek Bay; the first one is 24 acres and is located one-half mile south of the Mule Creek Bay motel, and the second is 33 acres and is located on the west side of the bay. The Service has declared Crook County as "block cleared" for black-footed ferrets and surveys are not necessary in black-tailed prairie dog colonies in Crook County.

Habitat that may support the federally-threatened Ute ladies'-tresses occurs in Crook County and may

exist within the Park. Their habitat is characterized by moist soils, sub-irrigated or seasonally flooded soils in valley bottoms, gravel bars, old oxbows, or floodplains bordering springs, lakes, rivers, or perennial streams at elevations between 1800 and 6800 feet (Fertig, 2000). There are no known populations of Ute ladies'-tresses in Crook County or within the Park (Fertig, 2000). No comprehensive survey has been conducted in the Park for Ute ladies'-tresses.

Regardless of the alternative chosen, Reclamation would consult with the Service following identification or discovery of any threatened or endangered species within the Park.

No Action

Reclamation has determined that the No Action Alternative would have no effect on bald eagles, black-footed ferrets, or Ute ladies'-tresses, as limited development has been ongoing and for the following reasons.

There would be no effect to bald eagles from continued, current management. Historically, there have been no known conflicts between bald eagle activity and recreation areas at the Park and none are expected under this alternative. There have been no records of bald eagle nesting activity or nest abandonment within the Park; eagles are likely to selectively avoid areas of high human activity and disturbance. Continued recreational activity would generally perpetuate continued avoidance of the Park by eagles during periods of high human activity.

It is unlikely the two small prairie dog colonies on Mule Creek Bay possess potential as reintroduction or re-colonization sites for black-footed ferrets. Reclamation reached this conclusion based on the proximity of the two colonies to the recreation area and the Mule Creek Bay motel; their relatively limited size, food, and habitat resources; their limited potential for expansion, and their distance and geographic separation from established experimental ferret populations in South Dakota. Therefore, Reclamation has determined that the No Action Alternative would have no effect on black-footed ferrets.

Habitat for the Ute ladies'-tresses may occur within the Park, but no individuals or populations have been verified. Reclamation will conduct surveys within the Park to determine presence of Ute ladies'-tresses prior to any construction. Areas supporting Ute ladies'-tresses would be avoided should individuals be identified at any time. Campers are not likely to set up camp in low lying, moist areas suitable to the plant. Development would continue on a limited basis to meet safety needs and regulatory compliance. Therefore, Reclamation has determined that the No Action Alternative would have no effect on Ute ladies'-tresses.

Proposed Action

Reclamation has determined that the Proposed Action Alternative would have no effect on bald eagles, black-footed ferrets, or Ute ladies'-tresses for the following reasons.

Recreation improvements proposed in the Plan would occur within or adjacent to existing campgrounds. New campgrounds are proposed in areas with existing use. There are known sightings of bald eagles outside the boundary of the Park northeast of Little Keyhole, but recreation activities would not affect

these areas. The improvements proposed in Little Keyhole are primarily limited day-use activities, such as hiking and wildlife viewing, which would create a minimal amount of disturbance. No direct conflicts involving bald eagles have been reported or are known to occur within the Park. Bald eagle winter use of the open water area below the spillway has been documented. Other incidental observations of bald eagles have been documented (U.S.D.I. and WSPHS, 2003). Bald eagles are not known to be present within the Park during the peak recreation season rather they have been present primarily during the off season. Migrant eagles have been noted in spring and fall but have not remained throughout the nesting period.

Bald eagles are not dependant on the Park for primary needs. There are preferred and more suitable areas outside, but in close proximity to the Park, that provide seclusion from ongoing human activities, than the habitat available in the most heavily-used parts of the Park. This is evidenced by bald eagle nest sites both upstream and downstream of the Park. Small diameter trees encroaching onto campground areas would be removed under the Plan. No old growth trees, important for roosting or hunting, would be removed to accommodate recreation developments. The Plan does not propose recreational development that would result in changes in the location or level of recreational activity in areas where bald eagles have been previously sited. Recreation activity and occasional bald eagle presence would occur concurrently under the No Action Alternative and would not be expected to change in location, duration, or intensity under the Proposed Action Alternative. Accordingly, Reclamation has determined that the Proposed Action Alternative would have no effect on bald eagles.

Black-footed ferrets are not known to occur in the Park or in Crook County. The two existing prairie dog colonies in the Park are located in close proximity to the recreation area and there is regular human disturbance around the existing Mule Creek Bay motel. It is unlikely these two small prairie dog colonies on Mule Creek Bay process potential as reintroduction or re-colonization sites for black-footed ferrets. Reclamation reached this conclusion based on the proximity of the two colonies to the recreation area and the Mule Creek Bay motel; their relatively limited size, food, and habitat resources; their limited potential for expansion; and their distance and geographic separation from established experimental ferret populations in South Dakota. In addition, the Park is not part of a Recovery Primary Area for ferrets. The proposed trail around Mule Creek Bay would pass near or through the two prairie dog colonies but would have no adverse impacts on the colonies. Reclamation has determined that the Proposed Action Alternative would have no effect on black-footed ferrets.

No survey has been conducted for Ute ladies'-tresses within the Park. A survey for this species will be completed for areas providing suitable habitat in the Park prior to construction activities. If individuals are located, they would be avoided. Reclamation would also consult with the Service. For these reasons and the reasons identified in the No Action Alternative, Reclamation has determined that the Proposed Action would have no effect on Ute ladies'-tresses.

Wildlife

Affected Environment

Wildlife within the Park is described in Section 2.3.10. The Plan describes three distinct habitat types for a variety of species of wildlife. The sagebrush-grassland steppe, existing in much of the central and western portions of the Park, provide habitat for pronghorn antelope, mule and white-tailed deer, sharp-

tailed grouse, burrowing owl, and various small mammals. The ponderosa pine forests, predominantly located on the eastern and northeastern side of the Park, provide habitat for mule and white-tailed deer, wild turkey, squirrels, raccoon, and nesting habitat for a variety of songbirds, hawks, and eagles. Existing aquatic environments provide habitat for waterfowl, shorebirds, muskrat, and beaver. The Plan assigned habitat values for each planning area. Little Keyhole and Eggie Bay areas were assigned a high value due to the habitat characteristics and natural resources. Recommendations of management protection were given for each planning area to maintain the resource value. Little Keyhole is suitable for protection/preservation with limited use, such as hiking. Eggie Bay is suitable for development and recreational use.

Areas such as Cottonwood, Rocky Point, Homestead, Pronghorn, Arch Rock, Wind Creek, Coulter Bay, and Mule Bay Shoreline were characterized as having a moderate value for wildlife habitat. The proposed Tahca Campground, Pat's Point, Park Headquarters, and Keyhole Marina were given a minimal value for wildlife habitat.

No Action

Under the No Action Alternative, existing impacts to areas with a moderate to minimal value for wildlife habitat would continue with no additional rehabilitation. Overflow camping creates a poorly defined boundary between developed and undeveloped areas creating conflicts between human and wildlife uses. Indiscriminate dispersion of campers into undesignated areas results in impacts to wildlife through disruption, dispersion, and displacement under this alternative.

Proposed Action

The values assigned to each planning area were used to define suitable habitat for wildlife and look at the potential for development within the Park. The proposed developments are compatible with the wildlife habitat values that were assigned. Trail and day-use activities would create a minimal amount of disturbance in Little Keyhole. Boat-in primitive campsites at Eggie Bay would also create minimal disturbance. Development of a campground at Mule Creek may change use patterns for wildlife, especially during construction. However, there is adequate undeveloped habitat nearby and many species are likely to continue using the area after the campground is developed. Improvements to existing recreation sites would not have additional impacts to wildlife species. Better defined campground boundaries would reduce conflicts between human and wildlife uses. Impacts to wildlife would be minimized or avoided through the organized implementation of the Plan.

Cultural Resources

Affected Environment

Section 106 of the National Historic Preservation Act (NHPA) requires Reclamation to consider effects to historic properties when planning and implementing approved actions such as the Plan. Historic properties are cultural properties (sites) given special status because they are included in or eligible for listing on the National Register of Historic Places (NRHP). Site surveys were conducted on lands at the Park, as well as all remaining lands at Keyhole Reservoir. The reports of findings were reviewed and accepted by the Wyoming State Historic Preservation Office (SHPO).

The site surveys documented 146 sites. During periodic relocation surveys, Reclamation has been unable to relocate 19 sites. Reclamation has also been doing NRHP evaluations. There are 12 historic properties at Keyhole Reservoir. Ninety-five sites have been determined to not be NRHP eligible. The eligibility of 38 sites has not been determined.

The Plan identifies 16 recreation areas in Section 3.4.2 and five adjacent areas. For the purpose of this assessment, the 16 recreation areas were consolidated into 15 site assessment areas.

Table 1. Classification of Recreation Planning Areas

	Site Assessment Areas	Recreation Area (per Section 3.4.2)
1.	Wind Creek Area	Area #1
2.	Coulter Bay Area	Area #2
3.	Pat's Point Area & Marina	Areas #3, 4, 5, 6
4.	Pronghorn-Arch Rock Area	Areas #7 & 9
5.	Cottonwood & Homestead Areas	Areas #10,11, 12
6.	Tahca Campground	Area #8
7.	Rocky Point Area	Area #13
8.	Little Keyhole Lake & Trail	Area #14
9.	Eggie Bay	Area #15
10.	Mule Creek Campground	Area #16
11.	Tree Nursery & Waste Treatment Area	Adjacent to a Recreation Area
12.	Wind Creek Walk-in Camp Sites	Adjacent to a Recreation Area
13.	Wind Creek to Pat's Point Area Trail System	Adjacent to a Recreation Area
14.	Coulter Bay Fishing Access Road	Adjacent to a Recreation Area
15.	Wind Creek Fee Station	Adjacent to a Recreation Area

Table 2, lists sites and historic properties in recreation planning areas.

Table 2. NRHP Status of Sites in Master Plan Recreation Planning Areas

	Planning Area	Listed	Eligible	Not Eligible	Unevaluated
1.	Wind Creek Area	1	0	6	1
2.	Coulter Bay Area	0	0	3	0
3.	Pat's Point Area & Marina	0	0	3	0
4.	Pronghorn-Arch Rock Area	0	0	2	0
5.	Tahca Campground	0	0	0	0
6.	Cottonwood & Homestead Areas	0	3	12	0
7.	Rocky Point Area	0	0	1	0
8.	Little Keyhole Area & Trail	0	0	2	0
9.	Eggie Bay	0	0	1	0
10.	Mule Creek Campground	0	0	1	0
11.	Tree Nursery & Waste Treatment Area	0	0	0	0
12.	Wind Creek Walk-in Camp Sites	0	0	0	0
13.	Wind Creek to Pats Point Area Trail System	0	0	11	5
14.	Coulter Bay Fishing Access Road	0	0	1	0
15.	Wind Creek Fee Station	0	0	0	0

Reclamation is currently developing a programmatic agreement (PA) with the SHPO and the Advisory Council on Historic Preservation (ACHP). The sites and historic properties located at the Park would be subject to this PA. Its purpose is to establish an alternative process for the Section 106 review of sites in recreation planning areas. The PA would be used for the review and compliance, regardless of the alternative selected.

No Action

There are a total of four historic properties in the Wind Creek, Cottonwood, and Homestead Areas. A total of 27 non-NRHP eligible sites are in/adjacent to the existing Wind Creek Campground, the Coulter Bay Campground, the Pat's Point and Marina Area, the Cottonwood and Homestead Areas, the Rocky Point Area, and Little Keyhole Area. This includes a non-NRHP eligible site adjacent to the proposed Tahca Campground area. There is one site that has not been evaluated for NHRP eligibility in the Wind Creek Area. There would be no additional impacts to historic properties or sites within existing recreation areas under the No Action Alternative.

The WSPHS would likely be proposing future recreation management projects in the Park that are consistent with the No Action Alternative. At this time, exact locations and types of activities are not known. Projects meeting the conditions of the PA would be approved as agreed.

The preferred treatment of historic properties is the avoidance of adverse effects through the planning of activities and design of facilities. Adverse effects would be mitigated in consultation with the Tribes (see page 18, Consultation), SHPO, and the ACHP. Reclamation would conduct standard Section 106 compliance procedures for activities that impact sites that have not been evaluated. The non-NRHP eligible sites would be managed to the discretion of Reclamation.

Proposed Action

The Proposed Action Alternative proposes activities in the Wind Creek, Cottonwood and Homestead Areas that contain a total of four historic properties in these areas. The Proposed Action Alternative proposes activities in the Wind Creek Area, the Coulter Bay Area, the Pat's Point and Marina Area, the Pronghorn-Arch Rock Area, the Cottonwood Homestead Area, the Rocky Point Area, the Little Keyhole Area and Trail, the Eggie Bay Area, the Mule Creek Campground, the Wind Creek to Pat's Point Trail System, and the Coulter Bay Fishing Access road where 43 non-NRHP eligible sites have been identified. Twenty-seven sites are the same as described in the No Action Alternative. The Proposed Action Alternative also proposes activities in the Wind Creek Area and along the proposed route of the Wind Creek to Pats Point Trail System where there are six sites that have not been evaluated for NHRP eligibility.

Projects meeting the conditions of the PA would be approved as agreed. The preferred treatment of historic properties is the avoidance of adverse effects through the planning and design of facilities. Adverse effects would be mitigated in consultation with the SHPO, Tribes, and the ACHP. Reclamation would conduct standard Section 106 compliance procedures for undertakings that would impact the sites that have not been evaluated. Attempts would be made to avoid unevaluated sites along the proposed route of the Wind Creek to Pats Point Trail System. The non-NRHP eligible sites would be managed to the discretion of Reclamation.

Indian Trust Assets

Affected Environment

Indian Trust Assets (ITAs) are defined by the Commissioner of Reclamation (July 2, 1993) as “legal interests in property held in trust by the United States for Indian tribes or individuals”. ITAs are lands, minerals, timber, hunting rights, fishing rights, water rights, in-stream flows, and other treaty rights. Reclamation’s policy states that potential impacts to ITAs are to be identified, considered, and addressed when planning and implementing Reclamation approved actions such as the Plan.

Keyhole Reservoir is in the Great Sioux Reservation as established by the Ft. Laramie Treaty of 1868. This reservation was to be the permanent homeland of the Sioux Nation for the seven bands of the Lakota Sioux. However, the Black Hills and much of the land around the hills was withdrawn from the Great Sioux Nation by the Act of February 28, 1877, also known as the Manypenny Agreement. The size of the Great Sioux Reservation was greatly reduced when Congress passed the Act of 1889 (25 Stat. 888). It established the current boundaries of the Cheyenne River, Standing Rock, Pine Ridge, Rosebud, and Lower Brule Reservations.

During the 1920s, the Tribes began legal actions to contest the withdrawal. The Tribes claim that the areas taken under the Manypenny Agreement were done illegally and without just compensation. In 1979, the Court of Claims agreed and ruled that the Manypenny Agreement was an illegal taking. The court awarded the Sioux Tribes monetary compensation. The Sioux Tribes refused the monetary compensation and want the lands returned. The Supreme Court upheld the monetary compensation and did not rule in favor of the land return. The Tribes continue to press for the return of the Black Hills because of spiritual and historic ties to the area. There are two culturally significant landmarks near Keyhole Reservoir, Devils Tower and Inyan Kara Mountain. Devils Tower is to the north of the reservoir and Inyan Kara Mountain is east of the reservoir.

The Sioux Tribes also claim water rights. Tribal reserved water rights originate from the Ft. Laramie Treaty of 1868 and Supreme Court’s decision of *Winters v. United States* 207 U.S.564 (1908), also known as the Winters Doctrine. The Tribes have a claim to Belle Fourche River water under the Winters Doctrine. The doctrine states that enough water was reserved when the reservations were established. The priority date for reserved water rights coincides with the date the reservations were established. The Tribes have refused to quantify water rights. However, this does not affect their reserved water rights.

The reservoir is in the Belle Fourche River basin, upstream from the Cheyenne River Sioux Tribe. The Cheyenne River Sioux Tribe has not exercised reserved waters rights for the Cheyenne River. The reservation was established by the 1889 Agreement, and they hold a senior right to any subsequent permits issued on the river. If the Tribe elects to exercise its water right and the water in the river is insufficient to satisfy that right, the difference may come from water held in the reservoir.

No Action and Proposed Action

Although the courts affirmed that the Manypenny Agreement was an illegal taking, it did not restore any of the rights of the Tribes to use or access the withdrawn lands. Consequently, no ITAs are within the Park, with the possible exception of the waters within the reservoir. There would be no changes in the planned recognized benefits of the reservoir that would affect Tribal reserved water rights.

Socioeconomic

Affected Environment

Keyhole Reservoir is located in a largely rural area with an economy based primarily on agriculture, forestry, fishing, hunting, and mining (U.S. Census, 2000). It is located in Crook County; the closest neighboring Wyoming counties are Campbell and Weston. The closest town is Pine Haven, which is located directly next to the western boundary of the Park. The towns of Moorcroft and Sundance are approximately 15 miles to the south and 35 miles to the east, respectively. The nearest major population center is Gillette, a city of approximately 20,000, located 48 miles west of the Park. Employment opportunities and average household incomes are generally good, in part due to the coal mining and oil and gas production in the area, as described in Section 2.9 of the Plan.

The Park currently contributes favorably to the local economy in Crook and nearby counties as well as to the State economy. Park visitors spend an average of \$55 per person per day in the surrounding communities primarily for fuel, lodging, groceries, and recreation equipment (U.S.D.I and WSPHS, 2003). The Park also provides local employment for approximately 20 people.

Population in the Black Hills region, including the towns and counties neighboring the Park, is increasing. The majority of Wyoming visitors are from Gillette, which is rapidly growing and expected to increase in population. This is resulting in an increase in visitation to the Park and a corresponding demand for facilities and amenities, as described in the background to the purpose and need.

The Park provides the only major water-based recreation area in northeast Wyoming that is convenient to the Gillette area. The next closest major water recreation sources are located more than 100 miles away at either Glendo Reservoir in Wyoming or Belle Fourche Reservoir in South Dakota.

No Action

Under the No Action Alternative, visitors would continue to contribute to the local economy, but the amount contributed is not likely to increase as the Park would not have the capacity for increased visitation. The Park would continue to employ local people, but an increase in employment is not expected.

The Park would not meet the projected need for campsites or for other improvements such as larger campsites, electricity, camper cabins, and other amenities. Visitors seeking a water-based recreation experience that provides these improvements would be more likely to travel further to other reservoirs. They may travel out of State or out of the local region contributing to a decline in local revenues.

Proposed Action

Contributions to the local economy may increase under this alternative as the Park would have a greater capacity for visitors and offer more amenities that appeal to a wider variety of people. Visitors would be likely to purchase needed goods and services in the local community. This may be particularly important to Pine Haven since it is located very close to existing and proposed recreation facilities. An overall improvement to local economies may increase the tax base for Crook, Campbell, and Weston Counties.

Employment opportunities may increase at the Park with the addition of facilities. Construction contracts for projects proposed under the Plan may provide short-term local employment.

The Park would meet the projected need for campsites and for other improvements such as larger campsites, electricity, camper cabins, and other amenities. Visitors seeking a water-based recreation experience that provides these improvements would be likely to choose the Park. The Park may attract additional users from the Black Hills region and elsewhere.

Environmental Justice

Affected Environment

Executive Order 12898 requires each Federal Agency to identify and address “Disproportionately high and adverse human health and environmental effects of its programs, policies, and activities on minority and low income populations”. Under the Executive Order, minorities are defined as the following population groups: American Indian or Alaskan Native; Asian or Pacific Islander; Black, not of Hispanic origin; or Hispanic. Low income populations are defined as those living below the poverty level. The following table shows low income and minority population statistics for Crook County, where the Park is located, and two neighboring counties, Campbell and Weston.

Table 3. Population of Different Ethnic Groups and Persons below Poverty Level Status (U.S. Census, 2000)

County	2000 Population	White	American Indian and Alaskan Native	Asian or Pacific Islander	Black or African American	Hispanic	Persons below Poverty (all ethnic groups)
Crook	5,887	5,761	60	4	3	54	535
Campbell	33,698	32,369	313	108	51	1,191	2,561
Weston	6,644	6,542	84	13	8	137	658

No Action and Proposed Action

No groups would be unequally affected by the implementation of either the No Action or Proposed Action Alternatives. Implementing the Plan would not increase Park entrance fees. The State of Wyoming offers Wyoming residents discounts on annual entrance and annual overnight camping passes, which are available to all population groups. Fees may be higher in campgrounds that offer additional amenities, such as electrical hookups.

Construction projects would be contracted through a State of Wyoming bidding process that does not exclude these groups. Implementation of the Plan would not result in disproportionately high and adverse human health effects, nor produce any environmental hazards.

Consultation and Coordination

Public Involvement

Public involvement was an integral part of the Plan development. Additional detail on public involvement can be found in Chapter 4 of the Plan. The three primary goals for public participation were to:

- ✓ Seek input from the public about their issues and concerns regarding the Park and their vision for the Park's future,
- ✓ Inform Park users about Park management policies and plans, and
- ✓ Ensure public input into the planning process.

Public involvement was initiated in 1997 by WSPHS. They distributed a visitor survey to identify the types and levels of recreational opportunities desired by Park visitors. They also held three public meetings between 1997 and 2000, and formed a Stakeholder Committee. The primary issues were economic, safety, need for facilities and activities, and communication between the public and agencies.

In 2000, Reclamation took the lead in updating the Plan and hired a consultant, URS Corporation, to analyze visitor use and resources, meet with the public, and finalize the Plan. A wide variety of public involvement activities were continued by URS. They began by distributing a Labor Day visitor survey to determine visitor preferences for recreational activities at the Park, whether visitors had been turned away because of full campgrounds, and additional concerns and suggestions. The consultants established a toll-free public involvement number and also conducted telephone interviews.

Two project newsletters, designed to gather comments and invite the public to open houses, were sent to a project mailing list of over 2000 stakeholders. An advertisement, announcing the beginning of a 30-day comment period, providing project team contact information, and inviting the public to open houses, was placed in a local newspaper. In addition, news releases announcing open houses in Gillette and Moorcroft, Wyoming, and Spearfish, South Dakota, were sent to seven daily and weekly newspapers in Wyoming and South Dakota. At these open houses, citizens had the opportunity to speak with representatives from WSPHS, Reclamation, and URS. Additional meetings were held with stakeholder groups, including Gillette Area recreational users, Keyhole and Sundance Boat Club members, State Representative Marlene Simons, State Senator Bill Barton, and Crook County Commission Chair Mark Semlek, representatives from the town of Pine Haven, two fishing clubs, and a marina business owner. Comments were received through newsletter forms, open houses, stakeholders meetings, over the phone, in letters, and e-mail messages. Summaries of the comments were made available to the public in three reports in December 2000.

The draft alternatives, developed as a result of this effort, were presented to the public in two open houses held in Gillette and Moorcroft. The meetings were announced in news releases and postcards sent to the mailing list. Stakeholder meetings on the draft alternatives were held with the Keyhole and

Sundance Boat Clubs, Pine Haven residents, State Representative Marlene Simons, State Senator Bill Barton, and Crook County Commission Chair Mark Semlek.

Consultation

In accordance with Section 7 of the Endangered Species Act of 1973, as amended, a species list of threatened, endangered, or proposed species known or potentially occurring in Crook County was requested from the Service. The list was provided by the Service on October 11, 2005, and verified by the Service on April 7, 2006. The Service also provided their February 2, 2004, letter regarding block clearance for black-footed ferrets in Wyoming.

A letter was sent to the Wyoming State Historical Preservation Office on September 27, 2005, to notify them of the preparation of the environmental assessment and Reclamation's future consultations on the selected alternative. A copy of the Plan was included for their review and reference.

A letter was sent to 17 Native American tribal contacts on October 12, 2005, to notify them of the preparation of the environmental assessment and provide information on the Plan.

Compliance with Environmental Statutes

The Proposed Action Alternative would be implemented in accordance and compliance with the following federal environmental laws, regulations, and directives. All permits and necessary authorizations would be obtained prior to construction. Construction of the project would require that easements be obtained for lands affected by the proposed project and compliance with the following:

- American Indian Religious Freedom Act of 1978 (P.L. 95-341)
- National Historic Preservation Act of 1966 (P.L. 89-665), as Amended 1992 (P.L. 102-575)
- Native American Graves Protection and Repatriation Act (P.L. 101-601)
- Archaeological and Historic Preservation Act (P.L. 93-291)
- Archeological Resources Protection Act of 1979 (P.L. 96-95)
- National Environmental Policy Act of 1969 (42 USC 4321)
- Clean Air Act (33 USC 7401) and Amendments
- Clean Water Act (33 USC 1251 et seq.), Sections 401, 402, and 404
- Safe Drinking Water Act (42 USC 300f)
- Endangered Species Act of 1973 (P.L. 93-205)
- Farmland Protection Policy Act (P.L. 97-98)
- Fish and Wildlife Coordination Act of 1958 (PL 85-624)
- Indian Trust Responsibilities (512 DM Chapter 2)
- Federal Energy Policy Act of 2005
- Executive Order 11988 - Floodplain Management (1977)
- Executive Order 11990 - Protection of Wetlands (1977)
- Executive Order 12898 - Environmental Justice (1994)
- Executive Order 13007 - Indian Sacred Sites (1996)
- Executive Order 11593 - Protection and Enhancement of the Cultural Environment (1971).
- Executive Order 13186- Protection of Migratory Birds (2001)

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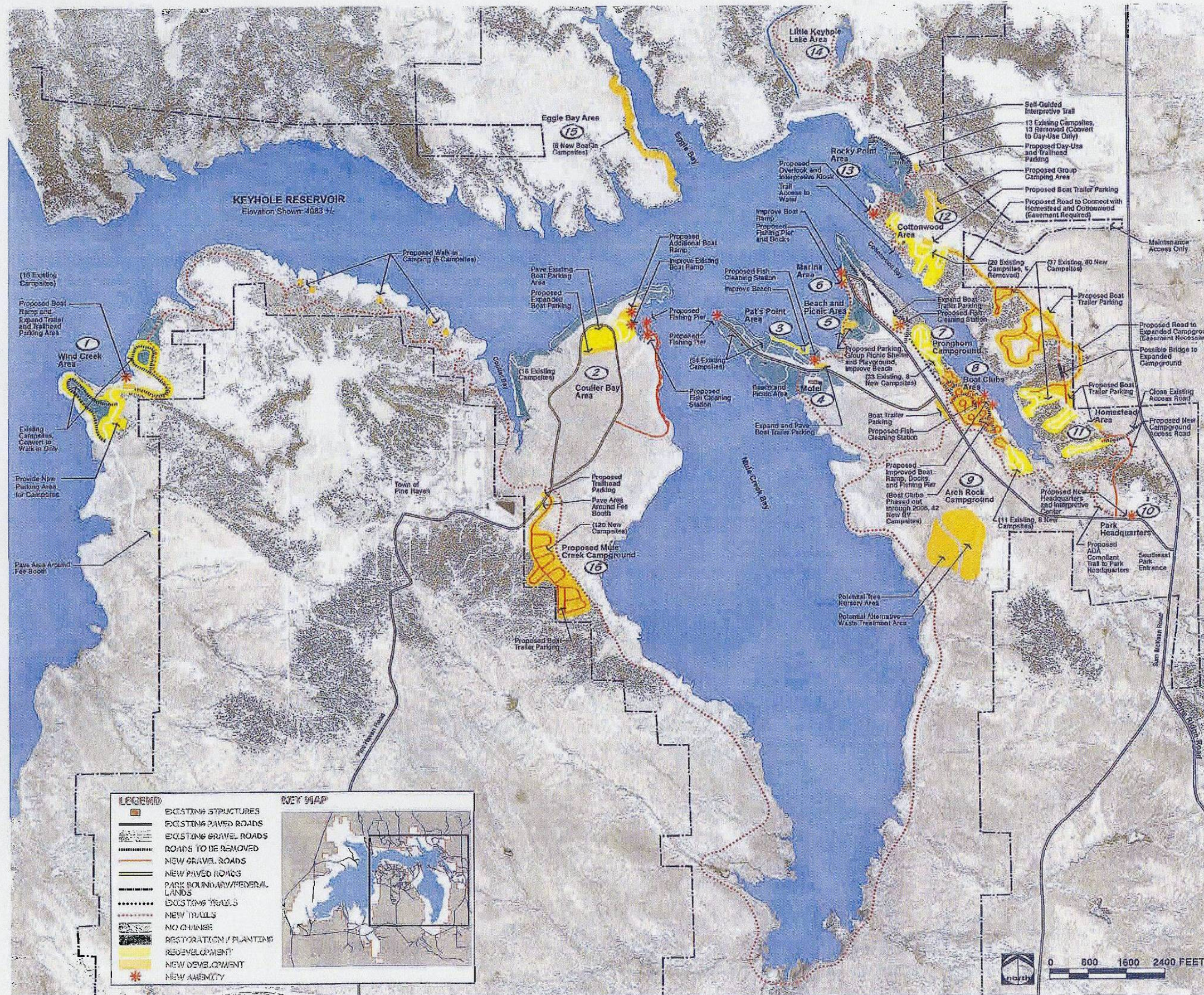
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APPENDIX A: PREFERRED ALTERNATIVE



ALTERNATIVE OBJECTIVES

- 1 **Wind Creek Area**
Maintain overnight and enhance day-use activities.
- 2 **Coulter Bay Area**
Maintain and expand overnight and day-use activities.
- 3 **Pat's Point Area**
Maintain and enhance overnight and day-use activities.
- 4 **Motel (Concessionaire)**
Maintain overnight lodging use.
- 5 **Swimming Beach / Picnic Area**
Maintain and enhance only day-use activities.
- 6 **Marina Area**
Enhance day-use and maintain concessionaire overnight use.
- 7 **Pronghorn Campground**
Maintain and expand overnight use.
- 8 **Boat Club Lease Area**
Remove current existing private exclusive use and provide concessionaire RV campground.
- 9 **Arch Rock Campground**
Maintain and expand overnight use.
- 10 **Park Headquarters**
Maintain operations activities and provide a new interpretive center and headquarters building.
- 11 **Homestead Campground**
Maintain and expand overnight use.
- 12 **Cottonwood Campground**
Maintain overnight and expand day-use activities.
- 13 **Rocky Point Area**
Provide only day-use activities.
- 14 **Little Keyhole Lake Area**
Provide limited day-use activities.
- 15 **Eggie Bay Area**
Provide limited boat-in camping.
- 16 **Mule Creek Area**
Provide new camping area.

PREFERRED ALTERNATIVE

Enhanced Recreational and Resource Improvement

Keyhole State Park Recreation Master Plan

UNITED STATES DEPARTMENT OF THE INTERIOR BUREAU OF RECLAMATION
WYOMING STATE PARKS AND HISTORIC SITES

DECEMBER 2002



URS



Appendix B: Recreation Areas and Recommendations Based on the Preferred Alternative

Wind Creek:

1. Pave roadway around Fee Station at west entrance.
2. Redesign poorly located and undersized campsites.
3. Construct new boat launch and expand trailer parking for 20-25 additional spaces.
4. Remove access road from sensitive resource area and restore/revegetate roadbed north of new boat launch.
5. Convert sites on peninsula and north of the new boat ramp to walk-in camping only.
6. Provide a new parking lot for campsites east of access road.
7. Add trailhead parking for walk-in camping.
8. Construct two new restroom facilities.
9. Develop a new potable-water well.
10. Provide new trail from Wind Creek to Coulter Bay.
11. Add spur trail to new Wind Creek Trail. Develop three to five primitive campsites with a composting toilet along the spur trail.

Coulter Bay:

1. Widen existing boat launch ramp by one additional lane to accommodate dual boat launch and recovery.
2. Provide an Americans with Disabilities Act (ADA)-compliant fishing pier.
3. Expand gravel boat trailer parking area capacity.
4. Revegetate disturbed areas and implement planting program to establish new trees.
5. Add a fish cleaning station.
6. Provide one additional boat launch north of the existing dock.
7. Reconfigure campsites along Coulter Bay to increase the number of sites and provide better access to restroom facilities.
8. Construct new and replace existing restroom facilities.
9. Extend Mule Creek shoreline access road with pullouts for fishing access (road would extend northwest to connect to the main road in Coulter Bay).
10. Pave existing boat trailer parking area.
11. Provide parking at new trailhead.
12. Develop new potable water well.

Pat's Point:

1. Expand boat trailer parking capacity and pave to decrease dust and erosion.
2. Add fish cleaning station.
3. Improve beach area by removing tree stumps and debris.
4. Add beach sand.
5. Revegetate disturbed areas and implement planting program to establish new trees.
6. Provide ADA-compliant paved trail to Marina.
7. Widen boat ramp by one additional lane to accommodate dual launch/recovery.
8. Add a fishing pier.

9. Replace existing restroom facilities.
10. Redevelop campsites and upgrade existing wells.

Motel Area:

1. Revegetate disturbed areas and implement planting program to establish new trees.
2. Request concessionaire to expand the boat/trailer parking behind the motel.

Swimming Beach:

1. Removed undesignated campsites.
2. Improve beach area by removing stumps/debris and adding beach sand. Include erosion control measures to minimize sand replacement in the future.
3. Install playground equipment.
4. Construct group picnic shelter and small parking area. Provide water service to the picnic shelter.
5. Construct sand volleyball area and horseshoe pits.

Marina Area:

1. Provide ADA-accessible fishing pier.
2. Expand gravel boat trailer parking capacity.
3. Widen existing boat ramp by one additional lane to accommodate dual boat launch and recovery.
4. Provide ADA-compliant boat dock.
5. Provide additional courtesy dock.
6. Pave the remainder of the loop road.
7. Replace existing restroom facilities.
8. Revegetate disturbed areas and implement planting program to establish new trees at Marina point.
9. Improve access to docks. Replace or improve and convert private docks to concessionaire-managed.
10. Convert western portion of loop road to one-way traffic.
11. Expand leach fields (concessionaire responsibility).
12. Upon expiration of the current concession lease, camping length of stay in the concessionaire-managed area would be subject to proposal by prospective concessionaires and would be reviewed by USBR and WSPHS based on profitability of the concession.
13. Construct new shower facilities.
14. Upgrade the existing well and extend waterline service to Pronghorn, the proposed Tahca Campground, and Arch Rock.

Pronghorn Campground:

1. Reconfigure and redesign undersized or poorly located campsites and add eight new campsites.
2. Re-grade roads and provide gravel base/dust palliative to control dust erosion.
3. Replace existing restroom facilities.
4. Replace existing playground equipment.
5. Water supply would be provided via the upgraded well and new waterline at the Marina.

Proposed Tahca Campground:

1. Remove all Boat Club trailers and development by the year 2006.
2. Provide approximately 42 new RV/trailer or cabin sites with full hook-ups available for public use managed by the Park's concessionaire.
3. Improve boat ramp to two lanes to accommodate dual boat launch and recovery. Boat ramp would be available to registered campers only.
4. Add trail from Marina to Arch Rock.
5. Construct new restroom facilities.
6. Add trail spur from the proposed Tahca Campground to new Mule Creek Bay trail.
7. Create centralized boat trailer parking area that would also accommodate Arch Rock and Pronghorn.
8. Construct new shower facilities that would serve the proposed Tahca Campground, Pronghorn, and Arch Rock campgrounds (Dependent of development of a sewage treatments facility).
9. Water supply would be provided via the upgraded well and new waterline at the Marina.

Arch Rock:

1. Reconfigure and redesign undersized or poorly located campsites.
2. Re-grade roads and provide gravel base/dust palliative to control erosion.
3. Provide eight new campsites.
4. Replace existing restroom facilities.
5. Add trail from Arch Rock to Homestead (HQ).
6. Install new playground equipment.
7. Water supply would be provided via the upgraded well and new waterline at the Marina.

Park Headquarters:

1. Provide a new headquarters building with interpretive center (approximately 900-1200 sq. ft.).
2. Create a spur trail to tie the interpretive center into the Arch Rock/Homestead trail.
3. Build additional rooms onto the west side of the existing Park Headquarters building.
4. New metal building to store equipment.

Homestead:

1. Reconfigure and redesign undersized or poorly located campsites.
2. Re-grade roads and provide gravel base/dust palliative to control erosion.
3. Add a loop with 11 new campsites at north end.
4. Connect paved roadway through to the Cottonwood Area with loops for approximately 69 campsites, for a total of 80 new campsites.
5. Replace existing and construct one new restroom facility.
6. Acquire easements to construct road that connects Homestead and Cottonwood.
7. Develop new potable water well.
8. Install playground equipment for one, possibly two, playground areas.
9. Create centralized boat trailer parking area.
10. Close existing entrance to Homestead when new road from Homestead to Cottonwood is completed.
11. Construct ADA-accessible fee station(s).

12. Put road from Marina Road to Homestead Camping Area.

Cottonwood:

1. Reconfigure and redesign undersized or poorly located campsites.
2. Redesign and rebuild roads and provide gravel/base dust palliative to improve campsites and control erosion.
3. Add ADA-accessible overlook platform with interpretive kiosk.
4. Add trail from group shelter to overlook and Rocky Point area.
5. Remove five campsites near interpretive trail.
6. Replace existing restroom facilities.
7. Revegetate disturbed areas and implement planting program to establish new trees.
8. Install playground equipment.
9. Create centralized boat trailer parking area.
10. Develop a group campsite south of the old headquarters area.
11. Develop pedestrian access to the shoreline of Cottonwood Bay.
12. Convert northern existing entrance near Cottonwood to a maintenance-only entrance when the road from Homestead to Cottonwood is completed.
13. Designate some campsite loops as tent camping only.

Rocky Point:

1. Remove 13 (all) campsites.
2. Revegetate disturbed areas.
3. Reconfigure road and parking for day-use only.
4. Add trailhead parking and signage for Little Keyhole Lake trail.
5. Add self-guided trail to Little Keyhole Lake.
6. Replace existing restroom facilities.

Little Keyhole:

1. Provide limited day-use activities such as hiking and wildlife viewing.
2. Revegetate disturbed areas.
3. Provide interpretive signage.
4. Provide trailhead parking area.
5. Provide short trail loop at the south end of the lake.
6. Replace existing restroom facilities.
7. Remove grazing from this area.

Eggie Bay:

1. Continue existing day-use boating and fishing.
2. Provide eight new boat-in campsites along the western shoreline, accessed by use-permit.
3. Construct composting restroom unit.
4. Develop new potable water well.

Mule Creek:

1. Provide 120 new campsites.
2. Provide four new restroom facilities.
3. Develop two or more new potable water wells.
4. Install playground equipment for two or more playgrounds.
5. Create an overflow and centralized boat trailer parking area.
6. Develop trailhead parking for Mule Creek Trail.
7. Construct two or more new shower facilities.
8. Construct a swim beach.
9. Construct a volleyball area and horseshoe pits.